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ABSTRACT

Using a hierarchical legislative framework (federal, state, and local), this paper unfolds the chronologically circuitous path of policy development and its impact on organizational structures, funding streams, and timelines that are included in the workforce development system in California. The document provides a summary discussion of the California Community Colleges' role as a significant component of the state's workforce development program, as well as providing information regarding the ways in which Welfare Reform has impacted workforce development policy in California. This paper describes the following federal legislation and programs and their effects and function in the community colleges: (1) The Workforce Investment Act (WIA); (2) The Carl Perkins Vocational Technical Act (VTEA); and (3) The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996, commonly known as Welfare Reform. The paper also describes the following state and regional legislation and programs: (1) California Work Opportunity and Responsibility to Kids (CalWORKS); (2) The Regional Workforce Preparation and Economic Development (RWPEDA) Act; (3) One-Stop Centers; and (4) Regional collaboratives, consortia, and advisory committees. The paper makes suggestions for strategies and effective practices, curriculum adaptations, faculty involvement, and policy modification and implementation. (Contains a list of 24 Internet and print resources.) (NB)

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TOWARD A PERSPECTIVE ON WORKFORCE PREPARATION & ECONOMIC DEVELOPMENT

THE ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES

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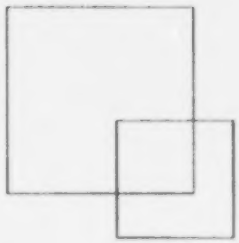

TOWARD A PERSPECTIVE ON WORKFORCE PREPARATION & ECONOMIC DEVELOPMENT

THE ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES

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Abstract

This paper provides a general summary of relevant federal and state workforce development legislation and policy. As one of the components in the workforce development system, the California Community Colleges are not only considerably impacted by but are most ideally positioned to play a major role in the state's workforce development system.

Using a hierarchical legislative framework (federal, state and local), this paper unfolds the chronologically circuitous path of policy development and its impact on the rather complex organizational structures, funding streams and timelines that are included in the workforce development system. First the federal legislation which included the Workforce Investment Act and the Personal Responsibility and Work Opportunity Reconciliation Act (popularly referred to as "Welfare Reform Act") are provided as a framework for understanding previously developed California state level policy. Examining this context will then shed light upon the apparent chronological incoherence of workforce development policy in California and the state's attempts to anticipate the federal legislation and formulate policy consistent with the perceived political will of the people of California.

It is beyond the scope of this document to examine the underlying political and ideological differences between the federal and state administrations at the time. However, the nuances of policy development can best be understood by recognizing that strong political forces were intensely engaged in shaping workforce development policy; hundreds of millions of dollars were at stake and multiple political and professional perspectives were in contention.

This document also provides a summary discussion of the California Community Colleges' role as a significant component of the state's workforce development system. Programs, initiatives and general implications are discussed. Strategies for effective participation of local colleges in the overall workforce development system are followed by policy level recommendations and specific recommendations to local academic senates.

Introduction

The consistent emergence of workforce development legislation and policy directly related to secondary and postsecondary education indicates the need for these educational systems, specifically the California community colleges, to take a leadership role in shaping the policies that in effect are reforming the Community College System.

Community colleges make an overwhelming contribution to the economic integrity of the state by preparing students for transfer on to senior institutions, by developing basic skills that enable individuals to access further training and education and by supplying the public infrastructure workforce as it educates and trains the state's nurses, emergency medical technicians, respiratory therapists, nursing assistants, psychiatric technicians, paramedics, legal assistants, electricians, computer technicians, automobile technicians, cosmetologists, graphic artists, web creators and designers, multimedia technicians, and culinary artists, to name a few.

At the same time that the California community colleges were educating the state's workforce, public and social policy that would have a tremendous impact on the colleges was being developed. In 1991, California Assembly Bill 1497 (Polanco) established the Economic Development Network Program (ED > Net) to support the California Small Business Innovative Research Program.

In 1994, President Clinton signed the School to Work Opportunities Act into law. The law included state implementation funds that would provide states with resources to create a statewide system that offered young people access to programs that would prepare them for their first job in "...high-skill, high-wage careers, and for further education and training."[1]

In 1994, Senate Bill 3512 (Polanco) recognized the community colleges as a primary vehicle for advancing economic growth and global competitiveness for California, codified the goals and objectives of the Economic Development Network Program (ED > Net) and renamed the California Small Business Innovative Research Program the California Community Colleges Economic Development Program.

In 1996, the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) was signed into law by then President William J. Clinton. The Act, also known as the Welfare Reform Law, established the Temporary Assistance for Needy Families (TANF) program.

In 1997, Senate Bill 1744 (Johnston)—The Regional Workforce Preparation and Economic Development Act (RWPEDA) was signed into law by then Governor Pete Wilson. The Act required specified state government agency partners and the public to create an integrated system of workforce development that would be linked to economic development and growth and that would include a reformation of the implementation of public assistance (welfare) in the State of California.

In 1998, the Workforce Investment Act (WIA) was signed into law by then President William J. Clinton. This Act would supersede the federal Job Training Partnership Act (JTPA) originally created in 1982, "...and reform federal job training programs while creating a comprehensive approach to workforce investment activities through statewide and local systems."[2] It replaced the governing Private Industry Councils (PICs) with Workforce Investment Boards (WIBs).

In 1998, the Carl D. Perkins Vocational and Technical Education Act (VTEA or Perkins III) was reauthorized to be enacted in 1999, thereby replacing

[1] *Employment Training Agency–Notice Inviting Applications. Volume 61, Number 135, Page 36715-36719*

[2] *Employment Development Department Workforce Investment Act Overview, p 1.*

the prior Vocational and Applied Technology Education Act (VATEA). VTEA provides funding for secondary and post-secondary vocational education programs. Perkins III removed the gender equity and special population set-asides and placed a greater emphasis on academic standards and accountability measures.

In 2000, California submitted a four-year state plan that included the intent to participate in and support local One-Stop Centers.

At the Fall 1999 Session of the Academic Senate for California Community Colleges, the plenary body passed the following resolution:

> *F99 21.02 Workforce Preparation*
>
> *Urge the Chancellor's Office to work with and to include the Academic Senate in statewide discussions and implementation plans of the Regional Workforce Preparation and Economic Development Act, the Workforce Investment Act, and general economic development issues, and URGE the Governor's Office to involve California community colleges and the Academic Senate in a significant manner in the development of the Workforce Investment Act implementation at both state and local levels, and URGE local academic senates to involve their faculty in the Workforce Investment Act implementation at their colleges by ensuring local academic senate sign-off on college implementation plans.*

This paper responds to the resolution by providing background information toward the goal of increasing the awareness and knowledge of the workforce development system in California and how faculty of the California community colleges could and should be involved.

Conceptual Framework

There are several popular terms used to discuss the way in which people are prepared for participation in the workforce and the way in which business and industry access that qualified pool of people to create a workforce for their particular company or sector of employment. Terms such as "workforce development," "workforce preparation," "vocational education," "occupational education," and "economic development" are often used interchangeably, though the definitions may be markedly or subtly different depending upon the context in which they are being used.

In the legislation that prompted the creation of California's workforce development system, the terms "workforce development" and "workforce preparation" were used interchangeably. However, in the plan that resulted from the legislation, the two terms were used in distinctive ways. "Workforce Development" was used to describe programs that prepare people for work including programs in all educational segments and special programs, job training and employment programs. "Workforce Preparation" was used to refer to job training and employment programs only (i.e. unemployment training and eligibility services).

The workforce development system in California supports the economic condition of the state by supporting people's access to employment and by assisting business' access to a qualified workforce. This system is made up of a combination of programs and services offered by different agencies whose missions and objectives include but also extend beyond those of workforce development. The varying agencies have unique funding streams of different origins and accompanying terms and conditions for the use of the resources.

Some of the state agencies involved in the state's workforce development system include the

California Department of Technology, Trade and Commerce (TTC), Employment Development Department (EDD), California Department of Health and Human Services (HHS), California Community Colleges (CCC) and California Department of Education (CDE). The discussion of other agencies and institutions that also contribute in major ways to workforce development such as the University of California, California State University and a number of independent and proprietary institutions is not within the scope of this document. Additionally, this document does not include an in-depth discussion of state, regional or community economic development.

Periodically the workforce development system undergoes a restructuring or bureaucratic modification usually correlated with the reauthorization or introduction of federal and/or state legislation. However, implementation of the changes ranges from the addition of new employment programs or services to the continuation of a set of programs with a change in the acronyms that describe them.

In the past, the changes had little impact on the relationships or interactions between the agencies that have some responsibility for portions of the workforce development effort—other than needing to know the correct acronym to describe the same training efforts, structures, and results. The Workforce Investment Act (WIA) promised to be very different because it strove to consolidate the workforce development efforts of the many agencies and entities supporting workforce preparation and development by imposing organizational, fiscal, and administrative structures that require interagency collaboration.

However, it could be argued that California's implementation of WIA essentially reverted back to requiring the admission of a few new partners and a name change as opposed to a massive restructuring and the creation of a workforce development system.

It is important to understand the timing of the various state and local developments that culminated in the California Workforce Development system in use today. Possibly for the first time, the California Community Colleges, as a system, recognized and asserted its major role in the state's workforce development system and emerged as an active participant in defining the structure of the state's workforce development system as well.

Federal Legislation

Three major federal legislative acts included provisions and funding allocations to major federal and state agencies:

1. The Workforce Investment Act (WIA) provided funding for the Employment Development Department (EDD) to implement the workforce development system by replacing the earlier Job Training Partnership Act (JTPA) and the governing Private Industry Councils (PICs) with training programs and the governing Workforce Investment Boards (WIBs).

2. The Carl Perkins Vocational Technical Education Act (VTEA) replaced the earlier Vocational and Applied Technology Education Act (VATEA) and provided resources to the Department of Education and the California Community Colleges to implement vocational education programs and services.

3. The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) created and provided funding for the Temporary Assistance for Needy Families (TANF) program through the Department of Health and Human Services on the national level and the Department of Social Services on the state level.

The congressional leadership change of the early to mid 1990s meant that this reauthorization or initiation of legislation affecting the national and

local economy stood to be radically different than the original legislation or policies. The reauthorization/ replacement of the Job Training Partnership Act (JTPA) and the Carl Perkins Vocational and Applied Technology Education Act (VATEA) and the national debate on welfare reform that resulted in the passage of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) began to take center stage between 1995 and 1999.

California policy makers used federal planning funds and the impending passage of workforce consolidation legislation as a tool for putting some structures in place. One of the more significant structures that serves as a foundation for the new system is the One-Stop Center.

WIA

Federal job training programs and employment services were offered in various divisions and departments of various agencies as authorized by the Job Training Partnership Act (JTPA). Services aimed at preparing for employment, increasing job retention, increasing earned wages and obtaining occupational skills were offered for adults, dislocated workers and youths using JTPA resources. The impending reauthorization for JTPA and the Vocational and Technical Education Act (VTEA) and welfare reform prompted the development of consolidated workforce development legislation.

The federal legislation that was to be a hallmark workforce consolidation law was passed as the Workforce Investment Act (WIA) in 1998. WIA superceded JTPA and was intended to "... consolidate, coordinate, and improve employment training, literacy and vocational rehabilitation programs in the United States...".[3] WIA required states to develop a comprehensive state system and local level system to provide workforce investment activities that would promote an increase in employment, job retention, and occupational skill attainment by participants.[4] WIA provided the general authorization, state allotments of dollars and the provisions for administration and accountability, as well as federal and state programs including adult literacy, rehabilitation, and targeted populations programs. The five major sections of the WIA legislation include:

1. Workforce Investment Systems (Title I)
2. Adult Education and Literacy (Title II)
3. Workforce Investment Related Activities (Title III)
4. Rehabilitation Act Amendments (Title IV)
5. General provisions (Title V)

Title I of WIA requires governors to establish state level workforce investment boards that would develop the state plan and a statewide workforce investment system emphasizing informed customer choice, system performance, and continuous improvement.

The California Workforce Investment Board (CWIB) was established to assist the Governor in developing the state's five-year strategic plan for providing job-training services in the state. The California State board includes the Governor, representatives of the state legislature, business, chief locally elected officials, organized labor, youth programs, education, lead state agency officials, community based organizations and others.[5] Consistent with the requirements of the legislation, the state boards were to designate local workforce investment areas and develop formulas by which funds would be distributed for adult employment, training activities and permissible youth activities.

[3] *The Workforce Investment Act of 1998. Public Law 105-220 112 Stat.936–105th Congress*

[4] *Employment Development Department Workforce Investment Act Overview, p 1.*

[5] *Executive Order D-9-99, Governor Gray Davis, October 1999*

By design, in California, the majority representation on local workforce investment boards is from business. In addition there is required representation from secondary and post-secondary education, labor organizations, community-based organizations, economic development agencies, One-Stop partners, and providers of adult education and literacy activities. Almost all community colleges receive VTEA funds and as a condition of receipt are required to participate in the local workforce investment boards. The California plan established 50 local workforce investment areas to be administered by local workforce investment board. Locally elected officials appoint the members of the local workforce investment boards and include the required participants as well. Community colleges are one of the initially mandated participants on local workforce investment boards for the first years of establishment.

Although the perceptions of the recommended structure varied, the resulting structure was very similar to the prior JTPA structure. The geographical regions were the same as that of their predecessors, the Private Industry Councils (PIC). The processes were put in place in preparation for the PICs to become the local workforce investment boards with a few additional participants as soon as WIA became law. The local workforce investment boards are responsible for setting training policy at the local level in conjunction with the state plan. WIA permits states to require planning by local boards for a designated region in the state. Planning, information sharing and coordination of services are all permissible requirements that can be made by the state.

In WIA, states receiving an allotment are required to create a one-stop delivery system. The system is required to provide core jobs and employment, access to intensive services and training, access to individual training accounts, and access to specified information described in the Wagner-Peyser Act. (The Wagner-Peyser Act originally established a nationwide system of public employment offices in 1933.)

WIA requires performance measurement and continuous improvement processes in the workforce development system. States are expected to meet certain performance levels as adjusted by the state to measure effectiveness of the workforce investment activities in the state. To that end, states are permitted to establish local and regional performance levels for adult and dislocated-worker programs. The accountability measures include the following:

- entry into unsubsidized employment;
- retention in unsubsidized employment six months after entry into employment;
- earnings received six months after entry into employment; and
- attainment of a recognized credential where appropriate.

Training provided using WIA allocations must be done by "eligible training providers" (ETP) as described in the act. One-Stop Centers are required to maintain a list of ETPs. The act includes provisions for how an entity such as a school, college, or organization becomes eligible.

VTEA

The Carl D. Perkins Vocational and Applied Technology Education Act (VATEA) was created in 1984 and named after Carl Dewey Perkins, former chair of the United States Congressional Committee on Education and Labor. The bill was designed to improve vocational and technical educational programs and foster the creation of cooperative programs between schools and colleges (Tech Prep). The bill is reconsidered every six years; consequently, the 1998 version is frequently referred to as Perkins III.

Aside from the removal of Applied Technology from the title, the 1998 Vocational Technology Education Act (VTEA) includes significant changes from the prior VATEA. These changes primarily were focused on the change in dollars that were set-aside for special populations, the inclusion of accountability language and the emphasis on the integration of vocational and general education.

The state level implementation of VTEA in California is accomplished using the four-year California State Plan for Vocational and Technical Education. Details of this are described in the next section of this paper.

PRWORA

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 commonly was called "welfare reform". The act was intended to overhaul the welfare system by eliminating open-ended access to public assistance and replacing it with a temporary benefits program that has a lifetime limit. The act combined components of the former law such as Aid for Dependent Children (AFDC) and the employment and training program block granted dollars to the states.

While there are many components and nuances of the act, in general, people are now able to access services and benefits depending upon their immigration status, work activities, dependent children, family status, prior conviction record and other criteria.

States were required to implement their programs by July 1, 1997. California implemented the California Work Opportunity and Responsibility for Kids (CalWORKs) in response to the Act and provided some portion of dollars to go to the community colleges to serve students receiving cash assistance.

State Legislation

CalWORKs and RWPEDA

Not only was the law related to the Federal Department of Labor and the State Employment Department (Workforce Development) under reauthorization, but the law related to the Federal Department of Health and Human Services and the State Department of Health and Welfare (Welfare Reform) was also undergoing legislative reauthorization that would significantly impact the workforce development system in California.

On August 11, 1997, then Governor Pete Wilson signed Assembly Bill 1542, California Work Opportunity and Responsibility to Kids (CalWORKs) into law. The signing of the CalWORKs Act not only implemented the welfare reform legislation required by the 1996 federal Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) for the State of California, it also implemented the Regional Workforce Preparation and Economic Development (RWPEDA) Act. RWPEDA required the development of a coherent and integrated system of education and training linked to economic development. In April 1998 a *Memorandum of Understanding* (MOU) was developed among the Chancellor of the California Community Colleges, Secretary of Health and Welfare, Superintendent of Public Instruction, and Secretary of Trade and Commerce, and with the consent of the State Board of Education. The parties agreed to:

1. develop and maintain an integrated state workforce development plan;
2. initiate a competitive process to fund a minimum of five regional collaboratives that included education, workforce preparation, and economic development; and

3. identify five million dollars per year for each of three years from existing state and federal moneys to support regional collaboratives.[6]

The Act declared that "California must have a world class system of education and training linked to economic development demands of global economic competition."[7] The legislature asserted that the "...major objective of the act is the integration of existing local and regional partnerships that support initiatives in education reform, workforce preparation and economic development."[8]

California developed the policy framework as mandated by RWPEDA. The President of the Academic Senate for California Community Colleges, as one of the two community college representatives, was an active participant in the development of the *California Integrated Workforce Development Plan* that was finalized in December 1998. The goal of the plan was to "transform a myriad of independent and unconnected programs into an integrated collaborative statewide workforce development system to meet the demands of California's new economy." These programs and partners include:

- The University of California System;
- The California State University System;
- The California Community Colleges;
- Adult Education (K-12) and Non-credit Adult (Community College) Programs;
- Regional Occupational Centers and Programs;
- K-12 Public School System;
- Workforce Investment Act, Title I & II (formerly the Job Training Partnership Act);
- The Carl D. Perkins Vocational and Technical Education Act of 1998 (VTEA) (formerly VATEA);
- CalWORKs;
- The School-to-Work Opportunities Act of 1994;
- The California School-to-Career Plan, including Tech Prep and 2 + 2 programs;
- Health and Welfare Agency department programs, including Senior Community Service, Job Services, Veteran Services, Wagner-Peyser funds, Trade Adjustment Assistance, Vocational Rehabilitation and Supported Employment, Food Stamps Employment and Training, and Refugee Assistance;
- The Employment Training Panel, California Conservation Corps, Apprenticeship programs and Job Creation Investment Fund;
- Other state and federal programs, including Housing and Community Development Job Training and Employment Services, inmate employment and vocational education for incarcerated youths and adults, and the Stewart B. McKinney Homeless Assistance Program.

One-Stop Centers

California received a planning grant from the Department of Labor in the amount of $400,000 to plan and develop One-Stop Systems in late 1994. In the planning grant, California vested the authority to plan and develop the state's One-Stop System in the Governor. It declared that an inclusive planning process would proceed with no presumptive deliverers of service. The One-Stop delivery systems

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[6] *Nussbaum, Johnson, Eastin, and Hatamiya, Memorandum of Understanding between California Community Colleges, Health and Human Services, California Department of Education and California Department of Trade and Commerce. Page 1 January 2000*

[7] *SB 1744 - Section 1. Section 11010–Unemployment Insurance Code*

[8] *SB1744 Section 1. Section 11010–Unemployment Insurance Code (9)*

would be consistent with the policies developed by the State Job Training Coordinating Council (SJTCC) described below. Finally, the planning grant application declared that a statewide policy framework would be developed.

State Senator Patrick Johnston authored the 1994 Senate Bill 1417 that identified the State Job Training Coordinating Council and some additional members as the recommending body for the state's One-Stop System. The SJTCC coordinated the implementation of the workforce preparation programs and Private Industry Councils (PICs) created by the Job Training Partnership Act (JTPA). The California Community Colleges articulated concerns about the coordinating council of such a small program having such a significant role in the development of the state's One-Stop system.

The One-Stop Centers were designed to provide an array of employment and training programs into a coordinated service delivery system. Each center was to be:

- integrated: offering as much employment, training, and education services as possible for unified customer service;
- comprehensive: offering employers and job, education, and training-seekers a wide array of information and easy access to needed services;
- customer-focused: able to support informed choice; and
- performance-based: with outcomes and methods for measuring these outcomes clearly identified.

The One-Stop Center planning process was made up of various agency, organizational, constituent and special interest representatives. The President of the Academic Senate for California Community Colleges and the Vice Chancellor of Vocational and Economic Development were the two community college representatives on the thirty-member task force formed by the SJTCC. As indicated in the planning grant, the One-Stop System recommended was consistent with the policies of the SJTCC, a notion particularly problematic for the community colleges considering the massive size of the community colleges in comparison to the small scale of the Private Industry Council Job training programs.

The resulting One-Stop Center guidelines recognized three customers: job seekers, employers, and training providers (JETs). To serve job seekers, WIA authorized the use of Individual Training Accounts (ITAs), a voucher system through which participants can customize their own training by choosing from among qualified providers of customized and on-the-job training. One-Stops are required to deliver a set of core services to adults and dislocated workers. These services include outreach and intake of people seeking employment and training services, initial assessment of skill levels, job-search and placement assistance, career counseling, identifying job vacancy listings, assessment of skills necessary for jobs in demand, and the provision of information about available training services. Intensive services can be provided to individuals who are unable to find employment utilizing the core services.

Since another One-Stop customers is the employers, the One-Stops are designed to serve as a kind of employment agency for area businesses. The One-Stop Employer Services Subcommittee spelled out ways by which One-Stops could actively meet the needs of the private sector. For further details, see the full document, *Serving Employer Customers Through California's One-Stop Career Center System*, approved by the One-Stop Career Center System Task Force, November 10, 1998.

Regional Collaboratives, Consortia and Advisory Committees

The Regional Workforce Preparation and Economic Development Act (RWPEDA) also introduced the concept of economic and functional regions that

would encourage regional partnerships and maintain flexibility to revise the structure as circumstances changed. The collaboratives were charged with defining labor market and economic regions, integrating service delivery of the existing partners, setting measurable program goals and providing for the evaluation of the pilot programs.

Funding would support creation of regional partnerships and regional workforce development systems that are responsive to economic changes and that support common goals. The first priority in designing the programs supported by these funds would be state and regional economic needs. The second priority would be incentives to support collaboration among regions to develop projects that allow for sharing of costs for administrative and service delivery processes and systems among the regions and participating partners of the region.

These regional collaboratives are different from the frequently referred to regional consortia established by the California Community College Chancellor's Office. The ten regional consortia of the California Community College System initially formed an administrative organization of the Vocational and Economic Development Unit of the Chancellor's Office. It grew in significance with the emergence of the RWPEDA regions as the structures began to align themselves, though not exactly. Six of the regions paired off into super-consortia, to produce the following list of seven:

- Far North and North (from Sacramento North)
- Bay and Interior Bay (the Bay Area, including Solano and Sonoma Counties)
- Central (from Bakersfield to Modesto)
- South Central (Ventura to Santa Barbara to San Luis Obispo)
- Los Angeles and Orange County
- Desert (San Bernardino to Barstow)
- San Diego/Imperial

In addition to the above regional consortia, the California Community College Chancellor's Office has continued to use a state-level vocational education advisory committee structure. Ten advisory committees are currently in operation. The first six focus on discipline-specific issues while the remaining four are more general. The ten committees are:

- Agriculture and Natural Resources
- Business Education
- Family and Consumer Science
- Health Careers
- Applied Technology
- Public Safely Occupations
- Career Development
- Cooperative Work Experience Education and Placement
- Special Populations
- Vocational Education Research and Accountability

In addition, the Chancellor's Office uses the more general Workforce and Economic Development Advisory Committee (WEDAC) to obtain advice and recommendations on system policy in this area. There is also a separate Chancellor's Office advisory committee for the California Economic Development Program (ED > Net) that is described in the next section of this document.

California Community Colleges as Part of the Workforce Development System

The California Community Colleges have, as a primary mission, the provision of vocational instruction at the lower division level for both younger and older students, including those persons returning to school.[9] Additionally, the California Community College System is charged with advancing California's economic growth and global competitiveness through education, training, and services.[10]

The California community colleges serve these goals through both credit and non-credit programs. Credit programs include certification, associate degrees, and preparation for transfer. Non-credit programs include vocational training as well as citizenship and high school GED programs. Many of the inter-relationships described above are captured in a chart from the California Community College Chancellor's Office document *The Future to Economic Development in the California Community Colleges*[11]

The California community colleges represent a large public investment for programs and services that support workforce preparation. Funded through general public tax revenues (Proposition 98 funds), state employment development dollars (portions of ED > Net funds), state categorical funds (CalWORKs), and federal funds (VTEA), the California community colleges have a broad range of programs and services designed to support the development of a qualified workforce and access to employment.

[9] *Education Code Section 66010.4(a)(1)*

[10] *Education Code Section 66010.4(a)(3)*

[11] *California Community Colleges Chancellor's Office, The Future of Economic Development in the California Community Colleges, June 1999*

Economic Development Network

The California Community College System Economic Development Network (ED > Net), is designed to support the workforce needs of business and industry. According to *The Future of Economic Development in the California Community Colleges,* "The California Community Colleges' Economic Development Program (ED > Net) contains many of the elements and has a history of addressing some of the same issues covered by the RWPEDA plan, such as the designation of regions, regulations, collaboration, evaluation and accountability."

ED > Net has the following "Strategic Priority Areas":

- Advanced Transportation Technologies
- Biotechnologies
- Business and Workforce Performance Improvement
- Applied Competitive Technologies, including computer integrated manufacturing, production, and continuous quality improvement
- Environmental Technologies
- Health Care Delivery
- International Trade Development
- New Media/Multimedia/Entertainment
- Small Business Development
- Work Place Literacy

These initiatives are addressed through the funding of regional centers designed to support the regional colleges' capacity to respond to business and industry needs in the specific area of the strategic initiative.[12] Additionally ED > Net has supported

[12] *Economic Development 1999-2000 Annual Report*

collaboration between colleges and local business and industries across the state. Within the past year, ED > Net developed another priority, an initiative aimed at providing funding for colleges that have not been active or successful in the receipt of competitive based state support for economic development activities, programs and services. Additional components of the ED > Net Program include Industry-Driven Collaboratives and Job Development Incentive Training Fund Programs. To further serve ED > Net's capacity to serve business and industry, "Capacity Building Programs" were added to the program, including:

- Strategic Priority Leadership, Coordination and Technical Assistance
- Business and Workforce Improvement/ Professional Development Institutes
- Regional Business Resource Assistance and Innovation Networks
- Business and Workforce Improvement/Centers for Excellence
- New Program Development and Marketing

While the ED > Net Program has been in existence as a parallel structure along side the community colleges, legislation in the last five years made two significant changes. First, Economic Development was added to the mission of the community colleges as defined in the master plan. The second change was the movement of ED > Net inside the California Community Colleges system with the required oversight by the Chancellor's Office.

Most, but not all, colleges participate in the ED > Net Program. Some colleges have been discouraged from involvement because the funding is allocated by competitive grants. The Chancellor's Office is trying to increase participation by actively pursuing colleges that have never received an ED > Net grant. ED > Net projects must involve both industry and college partners. Many projects would benefit from a closer connection with regular community college programs, rather than being separate.

Not all groups, including some in vocational education, have automatically embraced the approach to economic development taken by ED > Net. Concerns about the increasing role of economic development in the life of the community colleges were addressed in the 1995 Academic Senate paper *The Governor's School-to-Career Plan: A Response by the Academic Senate for California Community Colleges*. Some of the concerns expressed in the paper include the growing influence of business and industry over curriculum and the struggle to provide economic ladders for student career opportunity instead of limited training for immediate employment. The paper comments that school-to-career reform should benefit both students and industry. These issues continue to concern the Academic Senate for California Community Colleges and are echoed later in this paper.

State Implementation of VTEA

The California Community Colleges receive federal funds from the Perkins Vocational and Technical Education Act (VTEA) for vocational education programs and services. VTEA funds represent a minute portion of total funding for vocational education.

To receive the funds, California submits a four-year *California State Plan for Vocational and Technical Education*. In response to the legislative requirements, the California plan included the following categories:

- Curriculum development and improvement, including integration of academics, Secretary's Commission on Achieving Necessary Skills (SCANS) competencies, and generic skills;

- Performance accountability, including implementation and operation, determination of performance indicators, levels of performance, performance goals, and maximization of utility of accountability information;
- Professional and leadership development, including the Occupational Education Faculty Leadership Seminar;
- Student Support Structures, including increasing access to vocational and technical education information, and job market and skills information, through One-Stops; and
- Partnership development to improve linkages, cooperation, and collaboration between secondary and postsecondary education, business, industry, labor, state and local government, and community representatives. These include the Academic Senate and regional consortia.

One of the ways in which VTEA funds are allocated to the local colleges is by the Chancellor's Office based on a formula that includes the number of economically disadvantaged and disabled students served by the college. Prior to calculating the allocations, the Chancellor's Office extends a request to local colleges and districts to verify the data (Final Data Verification) for VTEA Title I, Part C, allocations. The data includes categories of unduplicated headcounts by district and college and vocational education student counts by economically disadvantaged groups. Data obtained from the Department of Social Service and from Temporary Assistance for Needy Families is also included.

In response to the 1998 VTEA reauthorization, the Chancellor's Office released new guidelines by which local colleges could build their local plans. Recipients of VTEA funding are now required to:

- be represented on the Local Workforce Investment Board;
- enter into a memorandum of understanding (MOU) with the Local Workforce Investment Board regarding operation of the One-Stop system, including a descriptions of services, how the cost of the identified service and operating costs of the system will be funded and methods for referral;
- make available the core services that are applicable to Perkins III through the One-Stop delivery system, either in lieu of or in addition to making these services available at the site of the particular program; and
- use a portion of the funds provided under VTEA, Section 132 (or provide services with such funds) to create and maintain the One-Stop delivery system and to provide applicable core services through the One-Stop delivery system.[13]

Changes in the planning, implementation, evaluating and reporting of the uses of VTEA funds were included in the federal reauthorization. Those changes have been translated by the California Community Colleges Chancellor's Office and have been released in *"Guidelines for Preparing 2000-2004 Local Plan for Title I, Part C, Section 132 Funds-Carl D. Perkins Vocational and Technical Education Act".*

Changes in the implementation of VTEA included:

- Increased funding earmarked for local assistance;
- Greater flexibility in the use of funding;
- Elimination of set-aside for gender equity programs;
- Increased emphasis on academic rigor;

[13] *Office of Vocational Adult Education/Department of Vocational Technical Education Memorandum 99-11*

- Increased emphasis on accountability for results; and
- Focus on improving or expanding vocational education; programs, not general education and not isolated courses.

Districts are still required to ensure the eight requirements of VTEA are being met or will be met. These eight requirements are:

1. Integrate academics and vocational and technical education programs through a coherent sequence of courses.
2. Provide students with strong experience and understanding of all aspects of an industry.
3. Develop, improve or expand the use of technology in vocational and technical education.
4. Provide professional development programs to teachers, counselors, and administrators including:

   In-service and pre-service training in state-of-the-art vocational and technical education programs and techniques, in effective teaching skills based on research, and in effective practices to improve parental and community support;

   a. Support for educational efforts to ensure that public school teachers of vocational and technical education and other public school personnel who are involved in the direct delivery of educational services to vocational and technical education students stay current with all aspects of an industry;
   b. Internship programs that provide business experience to teachers; and
   c. Programs that train teachers specifically in the use of technology.
5. Develop and implement evaluation of the vocational and technical education programs carried out with funds under Title I, including assessment of how the needs of special populations are being met.
6. Initiate, improve, expand, and modernize quality vocational and technical education programs.
7. Provide services and activities that are sufficient in size, scope and quality to be effective.
8. Link secondary and post-secondary vocational technical education programs including Tech Prep Programs.[14]

The guidelines require local colleges to implement processes that ensure participation of faculty, business and industry and parents in the development of the local plan. The list of participants that assisted in the development of the plan is submitted as a part of the local plan.

Career Ladders: Board of Governor's Initiative

In early 2001, the Board of Governors' Committee on Economic Development and Vocational Education developed a workforce development initiative, organized around career ladders. Public hearings were held and a team of writers from within and outside the California Community College System collaborated on writing the framing document. In Fall 2001, the Board of Governors proceeded to discuss the budget and implementation for the plan.

The final Board of Governors' document, *Ladders of Opportunity*, describes Career Ladders as "...a system for organizing and delivering career education for a lifelong basis."[15] The document stresses that Career Ladders is not a training model

[14] *VTEA 1998, Section 135: Local Uses of Funds (A) General Authority.*

[15] *Board of Governors for California Community Colleges: Ladders of Opportunity, June 26, 2001, p.8*

but an integrated system of programs and services that responds to labor market needs to provide a full spectrum of education, skill development and social supports necessary to succeed.

The Career Ladders System include programs and services that are specifically designed to advance economically disadvantaged individuals on both their educational and employment ladders in order to make a meaningful wage and mitigate the conditions of unemployment or under-employment. In California, the approach includes the organization of community college programs and services such that an individual can enter a short-term program of study and become prepared for a meaningful wage job. The program also has an element of job placement and post-placement support in order for the participant to continue up the ladders. The individual is able to work and re-enter the educational setting for upgrading or advancing of skills that can be used in the workplace to attain even greater employment opportunities.

A Career Ladders approach allows colleges to expose the participants to additional programs and services at the college in order to better inform their educational, employment and career aspirations.

A Career Ladders approach typically considers learning in the workplace context. To better serve individuals in need of improving their basic literacy, speaking, and technology skills, colleges can teach those skills in the context of the specific field of potential employment. For example, participants preparing to work in the technology field improve their reading skills by studying reading material taken from technology applications. The assignments may involve the Internet or the use of technology in addition to having the content of the course placed in the context of the field.

Additional examples of characteristics of the Career Ladders approach follow:

1. Opportunities to gain employability and job retention skills that support an individual's ability to be successful in the workplace are part of the program. Examples of such skills are problem solving, conflict resolution, effective communication, and time management.

2. Student services are integrated in the program in order for the participant to access such things as financial aid, support counseling, career assessments, direct and transitional services.

3. The program is connected to a community-based organization or some avenue that mobilizes resources typically not provided in training and education programs such as housing, food, healthcare, and safety needs.

4. The program is connected to an employer or employment opportunities. Typically the participant can be placed in a job either to serve on an interim basis (as a paid intern) or on a more regular basis.

5. The program is organized on a timeline that provides for initial level training and specific links to additional training such that the individual can articulate to and through employment and educational programs and services.

6. The program integrates general education skills and content in a vocational context.

There are many ways a Career Ladders approach can be used to support moving people out of poverty and into higher wage areas. Customizing the program to meet the specific needs of the community to be served in order to prepare one for employment and further education in a specific employment area is essential. Because the name of this approach is similar to terms used in education to denote articulation pathways to and through the various segments of the educational system, educators may perceive they have been "doing career ladders for

years." It is important to note that Career Ladders is not the same thing as career paths developed through the Tech Prep Program and university articulation processes.

Implications and Concerns for California Community Colleges

Ranging from the system level to the local program, opportunities for involvement, influence, action and leadership exist in the realm of workforce development. The Chancellor's Office has the opportunity to anticipate the scheduled reauthorization or renewal of policies, agreements, and legislation that contain provisions for maintaining an effective workforce development system. The system will want to consider questions that can lead to system and local level strategies that will draw upon the broad expertise in the community colleges and exert a momentous impact on the renewed, reauthorized, or reaffirmed legislation and policies.

While preparing to influence the policy, colleges have tremendous opportunity to be active participants in the workforce development system in the areas of local Workforce Investment Boards and One-Stop Centers, curriculum, program structures, support services, faculty and staff development, collaboration with business and industry, and collaboration with community based organizations.

Local community colleges should become actively involved with the workforce investment board in their service area. For some colleges there may be more than one workforce investment board in their area. Similarly, for some workforce investment boards there may be more than one community college in the region. Because each workforce investment board is required to provide a membership slot for at least one community college representative, the colleges should collaborate to determine the best representative to serve on the WIB in order to ensure effective community college representation. Local academic senates should participate in this discussion.

Connection to the workforce investment board either by direct participation on the board or by collaborating with another community college is an important component of participating in the local workforce development system. In doing so, colleges can be informed about the priorities, collective strategies, resource allocation timelines, resource allocation criteria, labor market information, labor trends and the network of other organizations and agencies that make up the local workforce development system.

Local community colleges should go through the process to become an eligible service provider. This process is designed to ensure a level of accountability for training and service providers. Training is offered through a variety of community-based organizations, public, non-profit and proprietary institutions. If a college becomes an eligible service provider, it is then eligible to have people who are seeking employment services referred to the college or opt to apply the resources in their Individual Training Account (ITA) toward receiving education/training and service from the college.

Many community colleges have partnered with their workforce investment boards to locate some college services at the actual One-Stop site. Using VTEA, CalWORKs, economic development, general funds and WIA funds, colleges have successfully co-located at the One-Stop Centers to provide services and referrals.

Job seekers who come to the One-Stops are considered customers and as such are presented with a range of options for instruction and training from which to choose. The "customer's choices" are based on occupations for which the job seeker shows aptitude through assessments. How complete a range

of choices and how they are ranked or described to the job seeker depends on many factors. Perhaps range of choices is based on the previous experience and skills of the job seeker or how urgent the need is to secure a job.

There may also be pressure from the employer "customer" sector to hire workers quickly. Employers may want a worker to train as fast as possible for a job that may be temporary. The benefits of having access to community college information that includes availability of specific career ladders opportunities will situate the job-seeker and employer to be able to define the best employment and educational plan that will culminate in the job-seeker obtaining a job with an opportunity pathway and the employer obtaining an employee with promise and potential for ongoing development.

The comprehensiveness of the choices for training and/or education depends on the region and prevailing policy perspectives on the effectiveness or expense of available instructional facilities and institutions. Community college programs and services should be designed to expand the students' opportunities to build upon training they have already received.

The California State Plan for Vocational and Technical Education, (required by VTEA), attempts to address the training-education dichotomy by establishing that all students are both vocational and academic learners. It affirms the significance of integrated programs that will allow students to climb wage and educational ladders by recognizing the significance of a strong academic foundation in equipping people to address issues faced in the workforce and in daily life. California community colleges are aligned and ready to accommodate this contextual integration of vocational and general education skills.

The sense of urgency for people seeking workforce development services through a One-Stop varies greatly depending upon their personal circumstances. Some individuals may be under pressures related to the dwindling timeline for receiving public cash, food, or housing assistance. Others may have pressures related to the abrupt loss of employment and a means by which they support themselves and others dependent upon their earnings. Still some may be in need of training and services as a result of their participation in some of the various WIA programs such as drug rehabilitation and youth employment.

Community colleges have a range of structural approaches to many of the programs designed to support one's entry or advancement into and through the workforce. The faculty, staff and administrators of a college should take steps to develop an understanding of the needs of the unemployed and underemployed "community," the various options they may have and the implications for the college as a local provider of workforce development education and training. As well, it is beneficial to the unemployed and underemployed community for One-Stop Centers to have a full understanding of the opportunities and resources available through the community colleges.

Some community colleges offer programs with a range of timeline and program design options. Programs are designed on a traditional semester-length basis or in more intense short-term formats. Some programs are segmented by field of study and others are interdisciplinary to incorporate the integration of concepts and services into a single program of study. Typically, participants seeking employability services benefit from a program of study that is designed in a short-term format that builds upon increasing levels of knowledge and skills and that is integrated with employment services such as job development, placement, and post-placement retention services.

It is important to provide participants with programs and services that allow the participants to have access to comprehensive support services that provide for self-awareness and career exploration; goal setting with a timeline and implementation of a career plan is also important. Community college counseling faculty have a wealth of expertise to bring to bear on this aspect of the program. With this perspective, counseling faculty, career services staff, job development and placement staff, and department faculty have the opportunity to create an integrated program of study that meets the participants' needs related to content, rigor, design, and timeline.

Faculty can work closely with One-Stop counselors to assure students receive accurate information about local community colleges and the educational opportunities available. As well, faculty can receive information about how local community colleges can be responsive to the needs present at the Centers. One-Stop Center service clients are often presented with a variety of choices for training and study. Therefore community colleges must be more active in fostering a good working relationship with the local One-Stop Centers in order to keep the community colleges in the forefront as an option for One-Stop clients.

Assessing basic skills (reading, writing, computation, and oral communications) and implementing the Secretary's Commission on Achieving Necessary Skills (SCANS) require careful testing and screening. Then a program of instruction is designed to provide the worker with a long-term career path. In addition to making sure One-Stop Centers have information about community college opportunities, faculty can offer One-Stop Centers their expertise in assessment and evaluation. Community college faculty can become an important resource for the One-Stop Center and can play a central role in helping clients explore the full range of options open to them in order to meet their workforce development needs.

Strategies and Effective Practices

One-Stop Center Practices

As One-Stop Career Centers develop, it is important to maintain close contacts between faculty who provide instruction and the employer/advisors who recommend modifications to the curriculum. These experts—counselors, industry advisors, vocational and general education faculty—will be the team in charge of integrating comprehensive standards into workforce preparation and economic development. The concerted efforts of all partners will build the kind of spirit that can respond to the challenges of providing instruction that enables workers to fully develop their educational goals into a well-defined career path.

Several One-Stop Career Centers offered recommendations of effective practices, resulting in the following list:

- Community college faculty, staff, assessment services are available onsite at One-Stop Centers.
- Practical job simulation programs help inexperienced job seekers gain a sense of what is expected in the actual workplace.
- Efforts are strongly focused on the universal job seeker, with special attention being given to underrepresented populations, such as low-income and disabled populations.
- Faculty are central to the development of curriculum for compressed classes.

- Some courses have been adapted to a modular structure to provide students with more entry points and the ability to fit courses into their work schedules.
- The One-Stop Center is coordinated with the county to provide learning disability services.
- The One-Stop Center publishes a newsletter to keep the local college community and industry informed.
- The One-Stop Center coordinates with a senior citizens group to staff the reception area.
- The One-Stop Center partners with a day care network, using the local college's Early Childhood Education program for childcare.
- The One-Stop Center offers access to provide job training in local jails and detention centers.
- Representatives from a college's work-readiness programs take one day a week to visit the various One-Stop Centers in the county.
- Work-Readiness Counselors work closely with faculty to help customize and adapt programs to fit shorter timeframes while maintaining vocational program standards.
- Vocational, general education and counseling faculty meetings and collaborations have yielded positive results.
- Work -Readiness and One-Stop counselors attend vocational program advisory meetings.
- Vocational and general education faculty work closely together to develop integrated and contextualized curriculum.

Curriculum Adaptations in Response to WIA and RWPEDA

Throughout the state, vocational education faculty are working on ways to respond to the time limitations of the WIA and RWPEDA provisions. One common response has been the restructuring of curriculum so students are able to complete training and coursework in shorter blocks of time. Six-week or eight-week courses are offered, allowing students to complete twice or three times the coursework in a given semester, in some instances. If a student has a schedule conflict during the semester, the shortened format can provide a greater chance of a class being completed. These courses go by many names, such as short-course, accelerated course, and fast-track course; however, the goal of these classes is the same: to meet the needs of students who face limits on their time in the classroom. There are some areas of study that do not lend themselves to the short course format because of the time needed for the information to be absorbed and understood, practiced, and applied. A comprehensive approach to course and program design has to take level, rigor, and potential for successful completion into consideration. It is important to ensure that these shortened blocks of curriculum are carefully laddered and articulated to allow students to incorporate successive educational increments that evolve into a whole over time.

Creating legitimate equivalent options and contingency plans for students whose entry or departure points may not coincide with the regular curriculum or semesters can provide more opportunities for students to complete programs. But the development of flexible curriculum will involve extra effort by faculty since there will be many factors to consider in order to maintain the integrity of programs. Faculty will need release time to prepare for the courses and to evaluate and compare courses in the different timeframes to make sure they are truly equivalent, and comply with their vocational programs' standards and requirements.

Suggestions for Faculty Involvement

Many faculty recognize and share the position of the counseling faculty who wrote the 2001 *Counselor Position Statement* concerning the inadequate Welfare-to-Work timeframes for training and education. Many of these concerns are reflected in this paper. If local faculty want to express similar concerns, the issues should be addressed through their local academic senates. The local senate should draft resolutions to send to the Academic Senate for the California Community Colleges. The Academic Senate will then assist the local academic senates in making policy changes at the state level. In this way, all colleges and students will benefit.

If faculty from occupational programs lack adequate representation in their local faculty senate, an occupational education subcommittee to the local senate should be formed. In an article in the April 2001 Academic Senate *Rostrum* on Occupational Education, the Occupational Education Committee of the local academic senate concludes:

> *Occupational education must be taken seriously at the local level; a majority of our students come to us seeking occupational education. Local senates must create structures that will allow them to address issues and policies in an informed, strategic and effective manner. A standing committee of the local academic senate is a key element in making that possible.*

To facilitate students' pursuit of career guidance and planning, occupational faculty can make a particular effort to be informed about changes in the regional economy, along with staying current in their own fields. In order to continue to improve the quality of instruction in occupational education, faculty should consider engaging in some of the following strategies that are currently in use at some colleges.

- Organize occupational faculty on campus to create an Occupational Education subcommittee of the local academic senate.
- Assure appropriate faculty participation or representation on local, regional, and state committees, agencies, and consortia that make decisions about occupational education issues and policies.
- Become actively involved with One-Stop counselors, especially in relevant vocational areas.
- Communicate with college and One-Stop counselors on a regular basis.
- Develop systems to perpetuate the flow of information for maintaining an ongoing dialog.
- Develop alliances and activities among counseling, vocational and general education faculty colleagues to distribute the work while informing each other.
- Develop resources and programs efficiently without duplicated effort, content, or outcomes.
- Inform One-Stops and other counselors about updates in occupational programs.
- Attend occupational education conferences and seminars.
- Be aware of workforce related legislation and respond accordingly.
- Develop assessments to address emerging technologies.
- Evaluate the effectiveness of assessments and make modifications accordingly.
- Monitor currency of assessments and make changes as needed.
- Stay current with industry trends by reading journals and professional publications.
- Study the possibilities for integrating curriculum.

- Develop integrated and contextualized curriculum as needed.
- Use the Discipline List revision process to amend or add disciplines as business and industry needs change.
- Meet with industry advisors every term, if possible.
- Invite counseling, discipline and general education faculty and One-Stop representatives to advisory committee meetings.
- Implement industry advisors' recommendations for changes in curriculum.
- Follow up with advisors who indicate an interest in hiring interns or being mentors.
- Involve and inform counselors about advisor-student activities.
- Identify effective practices for work-based learning, and inform others.
- Work with industry partners to create and maintain on-the-job training programs such as Service Learning, Cooperative Work Experience, Work-based Learning, Internships, and Job Shadowing.
- Strengthen School-to-Careers and Tech Prep pathways in the context of Career Ladders systems.
- Combine efforts with all appropriate agencies without redundancy.
- Develop a system for communicating to all agencies, advisors, and regional committees involved.
- Guard against expensive studies designed to re-identify known problems.
- Incorporate Learning Communities into the college, particularly to assist under-prepared students.
- Create opportunities for lifelong learning.
- Recognize and acknowledge that there is a sense in which all education is vocational, just as all vocational education includes general education skills.
- Apply for grants to help fund occupational programs.
- Participate in Regional Consortia.
- Ensure that the college is well represented on the local WIB.
- Hire grant writing specialists and provide grant management training for faculty.
- Collaborate with collective bargaining agent to eliminate lecture/lab salary inequity.
- Provide integrated job placement services to students and industry.

The above is only a partial list of suggestions for ways that occupational faculty, general education faculty, counseling faculty or local academic senates can become involved in improving instruction and making a positive difference to the lives of occupational students. As faculty become more informed about the issues, other innovative methods and approaches will no doubt emerge.

Conclusions and Recommendations

While vocational education programs have the clearest linkage to employment, basic skills, English as a second language, and academic degree and transfer preparation all prepare students to contribute to the economic health of the State of California and the nation. That is why community colleges are ideally positioned to go beyond providing the narrow training that may place someone in the workplace. Ideally, the student can use the experience of community college to build upon and access broader deeper knowledge that is available through the community college and that lends itself to further creating unlimited opportunities.

Now, as in the past, it is vitally important for local academic senates to actively involve themselves in the governmental structures that direct students to workforce preparation programs. Under the current incarnation of the Workforce Investment Act and the Regional Workforce Preparation and Economic Development Act, this means that local senates need to be actively involved in the One-Stop Centers, regional consortia and collaboratives, including grant-funded activities. It is only through this active involvement that local senates can bring to workforce development the broader goals of vocational education to offer opportunities for employment today and tomorrow and not the limitations of training just for employment now.

California community college local academic senates must consider workforce and economic development issues carefully. They must send resolutions to the Academic Senate for California Community College plenary sessions in order to change policy at the state level; and they must implement those resolutions at a local level. With this in mind, the Academic Senate for California Community Colleges makes the following recommendations:

Policy Level Recommendations

1. Make the California community colleges a primary provider of workforce and economic development programs;
2. Make changes in federal and state policy that will expand access for training and education for individuals accessing the workforce development system;
3. Expand the definition of work and work-searching in workforce development programs, (including CalWORKS), to include study, training and education time;
4. Incorporate measures of wage gains and self-sufficiency to counter the effects of "work-first " approach that counts poverty level wages as a success;
5. Expand funding for the workforce development programs and services as a part of the overall workforce development system;
6. Implement workforce development education and training program accountability measures that integrate comprehensive upward career mobility concepts from "Ladders of Opportunity";
7. Ensure coordination and collaboration with community based organizations and local business as an essential part of workforce development education and training programs and services;
8. Provide comprehensive and accessible student support services as an integral component of workforce development education and training programs;

9. Modify CalWORKs programs to permit a longer total timeframe;

10. Continue to fully fund the CalWORKs program;

11. Fund ED > Net programs using a more uniform allocation process rather than competitive grants;

12. Design workforce development education and training programs not only to meet immediate workplace preparation but to meet further personal career aspirations of individuals accessing the program;

13. Ensure that colleges create workforce development programs that serve the needs of individuals accessing the workforce development system while honoring the processes and criteria that enable the program to promote upward educational mobility. Curriculum processes, faculty qualifications, rigor of training and program structure such that participants can fully access the resources of the college should be an integral component of workforce development programs regardless of the physical location of the instruction.

Recommendations to Local Academic Senates

1. Local senates should have an occupational education committee in order to keep local senates and faculty colleagues fully apprised of workforce and economic development issues;

2. Local senates should actively encourage participation of occupational education faculty in governance activities, for example through representation at senate meetings and on governing councils;

3. Local senates should encourage ongoing interactions between academic and occupational faculty for their mutual benefit and that of their students;

4. When reviewing and approving occupational programs and curriculum, local senates should keep in mind the need for balance between the needs of our students and the demands of industry;

5. Local curriculum committees should pay particular attention to the effect of compressed calendars on the success of marginal students;

6. Local senates should ensure that all students receive counseling that presents a full range of career options and that highlights a career ladders approach;

7. Local senates should actively encourage and protect adequate funding for occupational programs;

8. Local senates should involve their occupational education committee in the allocation and expenditure of VTEA funds;

9. Local senates should encourage faculty participation in local WIBs;

10. Local senates should participate in the nominations process for occupational faculty who serve on regional consortia and statewide committees;

11. Local senates should encourage staff development training opportunities related to funding acquisition and management.

12. Local senates should ensure the coordination of ED > Net programs with regular college programs.

Appendices

List of Acronyms

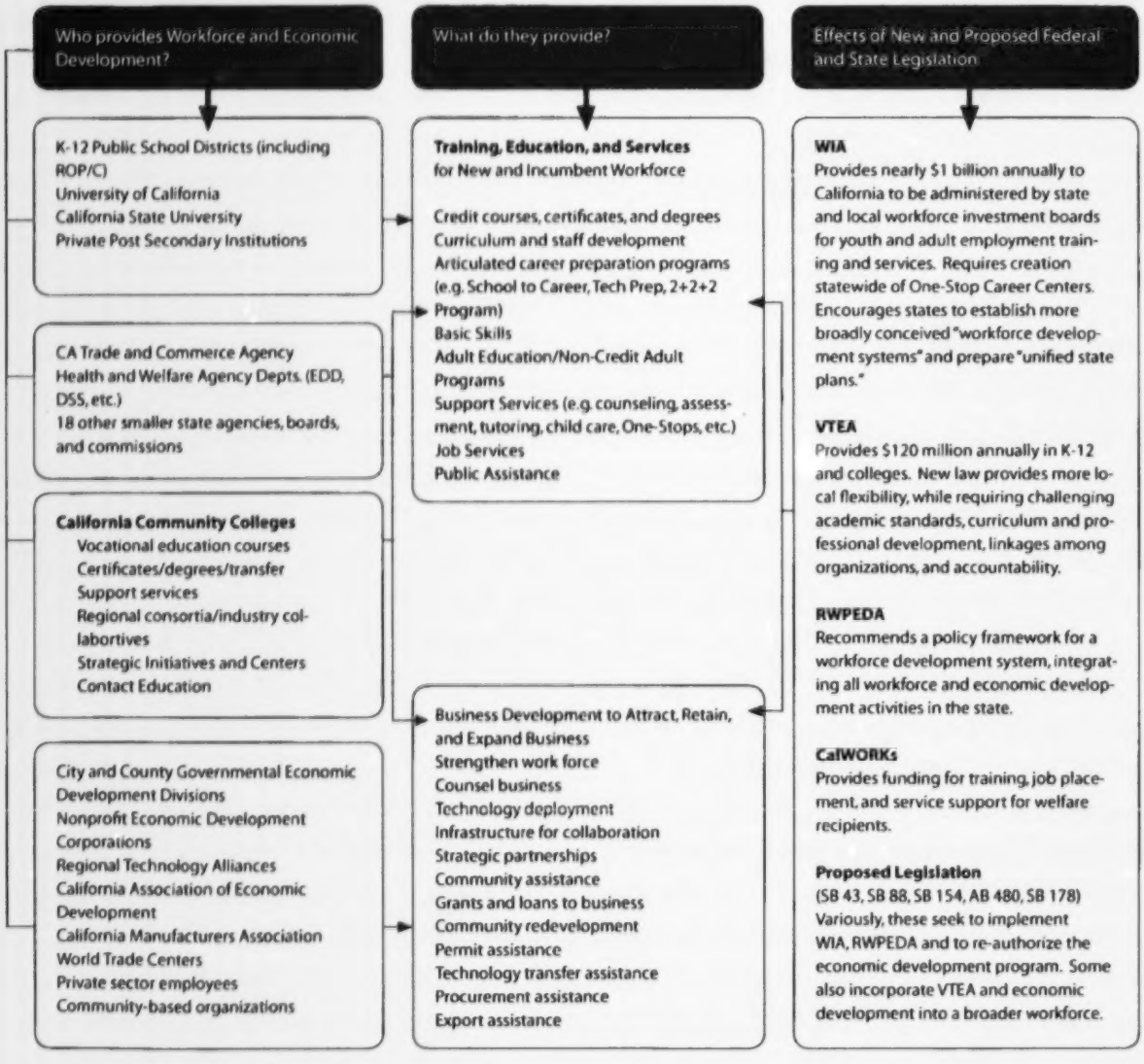
AFDC	Aid for Dependent Children
ASCCC	Academic Senate for California Community Colleges
CalWORKs	California Work Opportunity and Responsibility to Kids Act
CCC	California Community College System
CCCCO	California Community College Chancellors Office
CDE	California Department of Education
CWIB	California Workforce Investment Board
DSPS	Disabled Students Programs and Services
EDD	Employment Development Department
EDP	Economic Development Program (same as ED>Net)
ED>Net	California Community Colleges Economic Development Program
ETP	Eligible Training Provider
HHS	Health and Human Services Department
JETs	Job-seekers, employers and training providers
JTPA	Job Training Partnership Act
ITA	Individual Training Account
MOU	Memorandum of Understanding
PIC	Private Industry Council
PRWORA	Personal Responsibility and Work Opportunity Reconciliation Act
RWPEDA	Regional Workforce Preparation and Economic Development Act
SCANS	Secretary's Commission on Achieving Necessary Skills
SJTCC	State Job Training Coordinating Council
TANF	Temporary Assistance for Needy Families
TTC	Technology, Trade and Commerce Department
VATEA	Carl D. Perkins Vocational and Applied Technology Education Act (thru 1998)
VTEA	Carl D. Perkins Vocational and Technical Education Act (replaces VATEA)
WEDAC	Workforce and Economic Development Advisory Committee
WIA	Workforce Investment Act
WIB	Local Workforce Investment Board

Organizational Chart from California Community College Chancellor's Office

Workforce and Economic Development

Workforce Development
Economic programs and services which prepare people for work on career enhancement, provided by all educational segments, employment services, public assistance agencies, and special programs; ranging from skills training for new entrants, to the workforce and upgrade training for incumbent workers, to public assistance for the unemployed

Economic Development
Job creation and retention strategies and services that are targeted to business needs including regional and community investment strategies to attract and retain businesses.


Who provides Workforce and Economic Development?
What do they provide?
Effects of New and Proposed Federal and State Legislation
K-12 Public School Districts (including ROP/C)
University of California
California State University
Private Post Secondary Institutions
CA Trade and Commerce Agency
Health and Welfare Agency Depts. (EDD, DSS, etc.)
18 other smaller state agencies, boards, and commissions
California Community Colleges
Vocational education courses
Certificates/degrees/transfer
Support services
Regional consortia/industry collabortives
Strategic Initiatives and Centers
Contact Education
City and County Governmental Economic Development Divisions
Nonprofit Economic Development Corporations
Regional Technology Alliances
California Association of Economic Development
California Manufacturers Association
World Trade Centers
Private sector employees
Community-based organizations
Training, Education, and Services for New and Incumbent Workforce
Credit courses, certificates, and degrees
Curriculum and staff development
Articulated career preparation programs (e.g. School to Career, Tech Prep, 2+2+2 Program)
Basic Skills
Adult Education/Non-Credit Adult Programs
Support Services (e.g. counseling, assessment, tutoring, child care, One-Stops, etc.)
Job Services
Public Assistance
Business Development to Attract, Retain, and Expand Business
Strengthen work force
Counsel business
Technology deployment
Infrastructure for collaboration
Strategic partnerships
Community assistance
Grants and loans to business
Community redevelopment
Permit assistance
Technology transfer assistance
Procurement assistance
Export assistance
WIA
Provides nearly $1 billion annually to California to be administered by state and local workforce investment boards for youth and adult employment training and services. Requires creation statewide of One-Stop Career Centers. Encourages states to establish more broadly conceived "workforce development systems" and prepare "unified state plans."
VTEA
Provides $120 million annually in K-12 and colleges. New law provides more local flexibility, while requiring challenging academic standards, curriculum and professional development, linkages among organizations, and accountability.
RWPEDA
Recommends a policy framework for a workforce development system, integrating all workforce and economic development activities in the state.
CalWORKs
Provides funding for training, job placement, and service support for welfare recipients.
Proposed Legislation
(SB 43, SB 88, SB 154, AB 480, SB 178) Variously, these seek to implement WIA, RWPEDA and to re-authorize the economic development program. Some also incorporate VTEA and economic development into a broader workforce.

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7) SB 1744 - Section 1. Section 11010–Unemployment Insurance Code

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